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EFFECTS OF THE VETERAN'S READJUSTMENT PROGRAM IN
RECRUITING BLACK FEMALES (U) ARMY MISSILE COMMAND

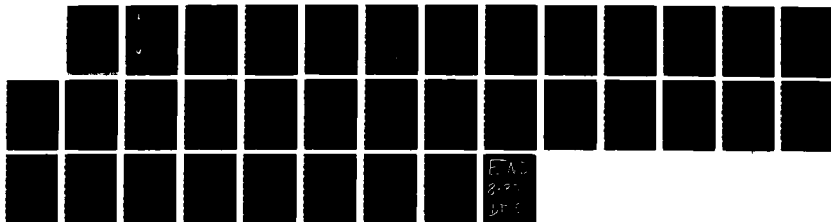
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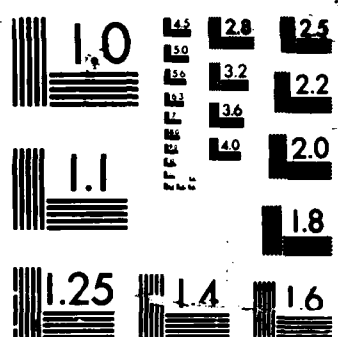
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TECHNICAL REPORT CPO-86-3

EFFECTS OF THE VETERAN'S READJUSTMENT PROGRAM IN
RECRUITING BLACK FEMALES AT THE US ARMY MISSILE
COMMAND THRU FY 84 - FINAL REPORT

R. Bryan Kennedy, Ed.D.
Civilian Personnel Office
US Army Missile Command

SEPTEMBER 1986



U.S. ARMY MISSILE COMMAND

Redstone Arsenal, Alabama 35898-5000

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PREFACE

The Veteran's Readjustment Program was to expire at the end of FY 84; however, it was extended for two years, beginning with FY 85, and the grade levels for recruitment were expanded to GS-1 through GS-9. This increased grade level for hiring will very likely influence the program in future recruitment of targeted personnel; therefore, it is appropriate to conduct a study and determine results of the program prior to its expansion to recruit at the GS-9 level. This is the final report concerning the effects of the Veteran's Readjustment Program in recruiting black females into the US Army Missile Command workforce at grades GS-1 through GS-7. Presented is an analysis of the program from FY 78, when the program was initiated, through FY 84, the last year of recruitment with the grade limitation. Technical Report CPO-84-2, previously published, analyzed the effects of the program in recruiting black females at the US Army Missile Command for the period FY 78 through FY 83.

I. INTRODUCTION

The first important Federal measure aimed at prohibiting sex discrimination in employment was the Equal Pay Act of 1963, according to Polit, Nuttall and King (1). This legislation, an amendment to the Fair Labor Standards Act of 1938, prohibits differential pay rates, on the basis of sex, for the same work. In 1972, coverage of this Act was extended to include previously exempted professional, administrative, executive, and technical employees, as well as state and local government employees. Court cases interpreted the law to mean that equal work did not require that the job be identical, but only substantially equal.

Title VII of the Civil Rights Act of 1964 prohibited discrimination in any term or condition of employment on the basis of sex, as well as color, national origin, and religion (2). Title VII was further strengthened by amendments passed in 1972 to apply to most employers in both the private and public sectors, with the exception of military services. An employer covered by Title VII is prohibited from discriminating against either sex in hiring or firing, wages, terms, conditions, or privileges of employment, and training or retraining. A labor union, employer or joint labor management committee supervising training or apprenticeship programs cannot advertise discriminatory specifications, limitations or preferences for training, referral, or employment.

Executive Order 11246 issued in 1965 (3) prohibits Federal contractors and subcontractors from discriminating in employment on the basis of race, color, religion or national origin. Executive Order 11375 issued in 1967 (4) amended Executive Order 11246 to include discrimination based on sex. This order covers contractors who have \$10,000 or more in Federal construction or other contracts, including universities. In 1971, specific regulations were established which called for affirmative action plans and time-tables for women who were employed by Federal contractors. These regulations require a contractor to analyze its work force to establish numerical goals and time tables by organizational unit and job classification to correct previous inequities or imbalances.

The enactment of the Civil Service Reform Act on October 13, 1978 (5), stated that in order to have a competent, honest, and productive work force, personnel management should be implemented consistent with the merit system principles.

One of the primary principles as defined by that act was that:

Recruitment should be from qualified individuals from appropriate sources in an endeavor to achieve a work force from all segments of society, and selection and advancement should be determined solely on the basis of relative ability, knowledge, and skills, after fair and open competition which assures all receive equal opportunity (Public Law 95-454 Civil Service Reform Act, 1978).

Since the 1960's, legislators have developed potentially powerful mechanisms for desegregating the work place and for expanding women's opportunities in nontraditional careers. While some employers may still

continue to attempt to circumvent equal employment opportunity for females, the mechanisms for enforcing the various laws and Executive Orders are securely in place.

The purpose of this research was to analyze the possible adverse effects of a special program for Vietnam Era Veterans (VEV's) on employment opportunities for black females at the U.S. Army Missile Command (MICOM) as compared to traditional Office of Personnel Management recruitment procedures. A considerable amount has been written concerning the effect of veteran's preference on white females who lack veteran's preference. Black females are often grouped with black males, for statistical purposes, in reporting the number of blacks recruited into the Federal work force. One of the weaknesses with reporting black males and black females together is that it fails to address problems that black females may encounter when seeking employment through programs designed to enhance employment opportunities of veterans.

This report documents what percentage of the VEV's employed through the Veteran's Readjustment Program (VRP), at the U.S. Army Missile Command, were black and what percentage of the total blacks employed were females. In order to gain a comparison, all other recruitment from outside the Government, grade 1 through grade 7, was analyzed to determine what percentage of those appointed from all other sources from outside Government were black and what percentage of the total were black females.

II. U.S. ARMY MISSILE COMMAND

The U.S. Army Missile Command located on Redstone Arsenal is a 39,000 acre military reservation in Madison County, Alabama. It lies on the southwestern border of the city of Huntsville and is responsible for the total life cycle management of all of the U.S. Army's missile systems. Total life cycle management encompasses research, development, production management, procurement, quality assurance, maintenance, and logistics support to U.S. troops or to foreign governments that have purchased Army missile systems.

There are more than 8,000 civilian and approximately 1,000 military employees assigned to this command. A work force comprised of military and civilian employees is unique to the Department of Defense. While military and civilian careers are managed separately through different personnel procedures, the common goal of producing reliable, cost efficient missile systems binds the military and civilian employees together. Obvious differences are unions, dress, wages, and benefits. Civilians have worked with and for the military since 1775.

The U.S. Army Missile Command's parent command is the U.S. Army Materiel Command located in Washington, D.C. The U.S. Army Materiel Command reports to the Department of the Army who in turn reports to the Department of Defense. There are other Government organizations located at Redstone Arsenal, Alabama but the scope of this study will address the U.S. Army Missile Command only.

III. EMERGENCE OF THE FEDERAL PERSONNEL SYSTEM

During the early formative years, our government often recruited workers through the use of contract terms. These contracts were utilized to recruit workers from the general population for performance of specific tasks. As the Federal Government grew in strength it was expected to perform more and more of the functions and responsibilities that emerged with a growing nation.

With the passage of time, political and personal connections gained more and more influence in the recruitment and selection process. Each Presidential election brought about a large scale turnover in the Federal work force. This system of government became an accepted process and was dubbed the "spoils system" by political scientists and other students of government. Critics of the spoils system charged that it created an unhealthy climate for both the citizens that depended on the government for services and the Federal employees. The exchange of ideas and practices between the Federal and State Governments seemed to encourage the growth of the spoils system in State Governments also. Since the spoils system received very little opposition from the major political parties it became accepted as part of the political process.

When Thomas Jefferson was inaugurated President in 1801, he found that the executive branch of government was controlled for the most part by the opposition party. In an effort to pay off political obligations and to gain control of the government, Jefferson began a campaign to remove many of the office holders. According to Baker (6), Jefferson should be given credit for initiating the spoils system in the Federal sector, but President Andrew Jackson should be credited for making the system an art.

In the early 1800's, some opposition to the spoils system emerged in the form of written pamphlets, newspaper articles, and speeches. No organized serious opposition emerged until after the Civil War. Because of the corruption and mismanagement in President Grant's administration, civil service reform became a visible national political issue. A National Civil Service Reform League was organized in August 1881. This early opposition, for the most part, addressed ethical and moral principles through the utilization of monographs and pamphlets.

As the result of the assassination of President James Garfield by Charles J. Guiteau, a disappointed office seeker, public opinion turned against the spoils system. Newspapers and magazines of the day began to lash out at the perceived corruption and evils brought about by the spoils system.

In 1883 Congress passed the Civil Service Act which, among other things, established the Civil Service Commission (the name was changed in 1978 to Office of Personnel Management). The Civil Service Commission (CSC) was empowered to administer and systematize Federal hiring on the basis of merit and fitness. The commission seemed to be more interested in insuring that government agencies refrain from certain practices rather than developing and applying sound personnel management practices.

The Office of Personnel Management (OPM) is charged with assisting Federal agencies in administering the Federal personnel program and in so doing, administers provisions of the Civil Service Act of 1883, the Veteran's Preference Act of 1944, the Civil Service Reform Act of 1978, and various executive orders and laws. According to the Comptroller General's Report to the Congress (7), during FY 78 the Office of Personnel Management spent approximately \$35.4 million on examination and referral of applicants, processed 1.6 million applications, and referred 1.1 million applicants to Federal agencies from which 152,771 selections were made.

IV. VETERAN'S READJUSTMENT APPOINTMENTS

As outlined in this paper, there is a general acceptance by varied individuals and groups that VEV's suffer unique problems. Some of these problems have been articulated by veterans and veteran's groups while others have been carefully studied and analyzed by scholars and researchers in the helping professions. Veteran's organizations and other interested groups began to lobby Congress and the Executive Branch of Government to grant special consideration for VEV's. Even though veterans already enjoyed special hiring consideration for Federal positions under the Veteran's Preference Act of 1944, groups began to lobby for even more special consideration. As a result of pressures by various groups and the fact that VEV's were suffering from high unemployment rates, the Federal Government began to grant special consideration for Federal positions.

A special authority granting Federal agencies the right to employ non-competitively certain VEV's was established in 1968 by Executive Order 11397 (7). The Transitional Appointment Authority enabled each agency to direct-hire VEV's who had completed not more than 1 year of education above the high school level into jobs at grades General Schedule (GS) 5 or Wage Grade (WG) 5 or below, if appointed within 1 year of military separation. The veteran was required to complete a formal educational program within a period of from 1 to 8 years and was converted to Career or Career-Conditional status upon completion. The educational program was restricted to institutional training, and the veteran was not eligible for position change.

On 26 March 1970, Executive Order 11521 (8) replaced the Transitional Appointment with the Veteran's Readjustment Appointment (VRA) which had several advantages over the former. Eligibility was expanded to include those who had completed not more than 2 years of education above the high school level; the time before conversion was set at a flat 2 years; the training program was changed to extend for not less than 1 year and may include planned on-the-job training, classroom training, or a combination of the two; the appointees became eligible for noncompetitive movement by reassignment, transfer, or promotion.

On 3 December 1974, Public Law 93-508, the Vietnam Era Veteran's Readjustment Assistance Act (9), became law. Section 403 of that Act incorporated by reference the Veteran's Readjustment Appointment Authority with one change. Where previously the veteran was only eligible for a VRA for a period of 1 year from separation (or release from hospitalization or treatment immediately following separation from the Armed Force), that

period was extended by the length of time a veteran is continuously enrolled in a program of education on more than a half-time basis, with an additional provision that at least 6 months of eligibility remains when the veteran leaves the program.

On 26 October 1978, Public Law (PL) 95-520 (10) was signed into law liberalizing the VRP to provide improved Federal employment opportunities for VEV's. Under the provisions of this revised program, Federal personnel offices are required to establish an inventory of eligible veterans. The eligibility level of employment was raised from WG-5 and GS-5 to WG-7 and GS-7. The educational limit on compensable disabled veterans was removed.

Recruitment procedures for Vietnam veterans are relatively simple. Each Federal agency, including the U.S. Army Missile Command, maintains their own inventory of applicants and is not required to request a list of eligibles from the OPM.

At the U.S. Army Missile Command, VEV's file applications directly and are rated for up to five positions of their preference. Federal managers can either utilize traditional OPM procedures to recruit for positions grades 1 through 7 or they can utilize the VRP. If a manager decides to utilize traditional OPM procedures, he/she is restricted to selecting from the top three applicants and cannot pass over or fail to select a veteran to select a non-veteran. Since the VRP rates applicants for basic eligibility and does not further rate, rank, and assign numerical scores, managers are privileged to select from any of the listed eligibles.

As described above, the special authority known as the VRP greatly expanded opportunities for VEV's in the area of Federal employment opportunities. The Veteran's Preference Law of 1944 had granted honorably discharged veterans additional advantages in competing for federal jobs with other applicants. The VRP provided an avenue for Government employment outside the normal recruitment avenues.

Groups long opposed to veteran's preference in hiring viewed this new program as another form of discrimination against females. The following review of the literature in the area of Equal Employment Opportunity and Affirmative Action is provided to acquaint the reader with the status of females in the Federal service.

V. EQUAL EMPLOYMENT OPPORTUNITY*

Women in public service actually antedated the U.S. Government. While there were isolated cases of the appointment of women to Federal positions from the earliest time there was no general employment of women until the period between 1862 and 1868 when the Treasury Department hired a number of female clerks. The Civil Service Act of 1883 allowed women to compete in Civil Service examinations on the same basis as men. Generally speaking, women received less pay for the same work that males were doing. The

*Information extracted from Technical Report CPO-84-2, Conflicting Recruitment Policies; Veteran's Readjustment Program vs Equal Employment Opportunity for White Females.

Classification Act of 1923 established the concept of equal pay for equal work and pay for each position was determined solely on the basis of the duties and responsibilities of the position. In 1934 the Attorney General ruled that a 1870 law gave agencies the option of requesting men only or women only for filling positions. Men were requested for most professional and executive positions, or when travel was involved, were hazardous, had contact with the public, involved rotating assignments, or exposure to weather. Women were requested for a few occupations (such as nursing or social work), but the majority were employed in positions for which sex was not specified, generally lower graded clerical jobs with limited advancement opportunity.

In 1962, at the request of the President's Commission on the Status of Women, the Attorney General reviewed the former opinion and reversed it. The Civil Service Commission revised the civil service regulations to require specifically that all appointments be made without regard to sex unless exceptions were granted by the Commission. Conditions justifying general exceptions were limited to certain kinds of institutional and custodial employment and law enforcement positions requiring the bearing of firearms. In 1965 Congress repealed the 1870 law to preclude any possibility of reversion to the previous policy. In 1971 the firearms exception was canceled.

The Government was not included in the Civil Rights Act of 1964 but the statute did state that the U.S. policy was to insure nondiscrimination in Federal employment based on race, color, religion, sex, or national origin. Executive Order 11246 issued by President Lyndon B. Johnson on September 24, 1965 (3), transferred Federal equal employment enforcement to the Civil Service Commission.

Executive Order 11375, dated 13 October 1967 (4), prohibited discrimination on the basis of sex. The Civil Service Commission established the Federal Women's Program to enhance the employment and advancement of women as a follow-on of Executive Order 11375. On 8 August 1969, President Nixon issued Executive Order 11478 (11) which stated that "equal employment opportunity must be an integral part of every aspect of personnel policy and practice in the employment, development, advancement, and treatment of civilian employees of the federal government" (p.1). Executive Order 11478 set forth a new direction for the Equal Employment Opportunity program and emphasized that each Federal agency was responsible for developing an affirmative action program. According to the Comptroller General's Report 9 September 1977 (12), the order stated that the Government policy was to:

- A. provide equal opportunity in Federal employment for all persons
- B. prohibit discrimination in employment because of race, color, religion, sex, or national origin
- C. promote full equal employment opportunity through a continuing affirmative action program of each executive department and agency.

*See footnote page 5.

This equal opportunity policy was to apply to, and be an integral part of, every aspect of personnel policy and practice in the employment, development, advancement, and treatment of civilian employees of the Government.

Under Executive Order 11478 (11), the Civil Service Commission was directed to:

- Review and evaluate program operations.
- Obtain necessary data and report to the President on overall progress.
- Issue appropriate regulations, orders, and instructions with which agencies must comply.
- Provide prompt, fair, and impartial consideration of all complaints involving Federal employment discrimination.
- Provide counseling for employees who believe they have been discriminated against and encourage informal resolution of these matters.
- Provide for appeals of decisions to the Civil Service Commission following impartial review by the Federal agency involved.

The Equal Employment Opportunity Act of 1972 (13) was the legal basis for assuring equal employment opportunities for females and minorities. The Civil Service Commission was assigned responsibility for leadership and enforcement. Under terms of this act, each Federal agency was directed to establish an Equal Employment Opportunity program as a part of the personnel policy. A major thrust of the act was to provide affirmative action for increasing representation of minorities and females in the Federal work force. Agencies were required to continuously report progress made toward Equal Employment Opportunity actions.

Additionally, the Civil Service Commission was required to:

- Annually approve national and regional Equal Employment Opportunity plans (commonly referred to as affirmative action plans) submitted by each agency.
- Review and evaluate the operation of agencies' Equal Employment Opportunity programs.
- Publish periodic reports reflecting the Government's progress in providing Equal Employment Opportunity.

Public policy as defined by Congress by passage of the Civil Service Reform Act, (5) is to recruit and attract a Federal work force that mirrors the larger society as to race, sex, and ethnic group. Each Federal agency is required to analyze their work force regarding composition of females and minorities and, accordingly, design an affirmative action program that

*See footnote page 5.

will allow the agency an opportunity to achieve a work force that mirrors the civilian labor force of the recruitment area.

As outlined above, both the executive and legislative branches of the Federal Government have moved boldly to make equal employment opportunity a reality for females who are seeking Federal positions. In spite of all these efforts, charges are still leveled that the practice of granting special consideration to veterans adversely affects the chances of females in seeking Federal employment.

Comptroller General Report, dated 29 September 1977 (14) stated that the policy of giving unlimited lifetime employment preference to all veterans conflicts with the policy of Equal Employment Opportunity for all Federal job applicants. Veterans preference is viewed as being particularly burdensome to women because few of them have veteran status. Comptroller General Report (14) stated that as women increasingly seek employment opportunities in occupations traditionally held mostly by men, the adverse impact of veteran's preference on the potential employment of qualified women can be expected to heighten the conflict between veterans' preference and Equal Employment Opportunity.

The Veteran's Preference Act of 1944 requires that an appointing authority select from the highest three available candidates on an OPM certificate, unless objection to one or more candidates is made and sustained by OPM. This procedure is commonly referred to as the "rule of three." An agency who passes over a preference eligible on a certificate and selects an individual who is not a preference eligible must submit written reasons for passing over the preference eligible to the OPM for approval. Objections must be made based on reasons which would disqualify the veteran for the job in question. However, showing that a nonveteran has superior qualifications or has served in a temporary capacity in the position is not sufficient reason for passing over a qualified veteran. In some cases the highest three available eligibles will have the same score. In these cases, if one is entitled to veteran's preference and the others are not it becomes a "rule of one." If the top two are veterans and the third is not, it becomes a "rule of two."

According to the Comptroller General (14), in 1975 more than half of the full time permanent employees in the Federal competitive service were veterans, whereas veterans constituted only 22 percent of the national work force. The potential future impact of veterans' preference can in part be measured by the number of veterans in the nation. As of June 30, 1976, there were 30 million American veterans in civilian life. Of this number 2.2 million had service connected disabilities. Practically all the veterans are male and over 95 percent of all armed service members as of 30 September 1975 were male (Comptroller General Report 29 September 1977) (14).

To determine the effect of veteran's preference on the opportunities of women to obtain Federal employment, the Comptroller General (14) conducted a review of OPM registers, rating schedules, and certifications

*See footnote page 5.

to agencies. This review showed that (a) increased opportunities existed for women if veterans' preference was excluded, (b) compensating qualifications were needed for non-veteran women to offset preference to veterans, (c) few women were being certified for certain occupations by OPM, and (d) military retirees were at the top of several registers.

In 36 of 44 registers examined, the potential for women to be certified increased when all preference was excluded. In eight of the registers examined, there was no change in the potential for women to be certified. The increased potential representation of women varied from 2 percent to 300 percent.

The following examples were presented by the Comptroller General (14):

--In April 1975, the Internal Revenue Service in Atlanta requested a CSC certificate for grade 7 revenue agent positions. The CSC certificate contained a list of 48 individuals, all of whom were male veterans.

--In 1975 and 1976, the General Services Administration in Kansas City received eight different certificates for accounting positions. A total of 77 names were referred--70 were veterans, only 1 of whom was female. Three of the nonveterans were women.

--In August 1975, a grade 7 air traffic controller specialist certificate in Dallas was made up of 165 males (134 with preference) and 6 women (none with preference).

--In August 1975 "equal opportunity specialist" grade 5 certificate requested by the Equal Employment Opportunity Commission in Los Angeles was returned to CSC unused. The certificate referred 10 individuals (9 men and 1 woman), all of whom had preference.

The problems faced by women and all non-veterans in seeking Federal employment is very well documented by the Comptroller General's report and by similar studies. When this information is analyzed and compared to studies of unique problems faced by VEV's, there is clearly a conflict. As often happens, a solution of a problem for one group is another problem or increased aggravation of an old problem for another group.

VI. PROBLEMS UNIQUE TO BLACK FEMALES

Many of the employment problems faced by black females are faced by other ethnic groups; however, for the purpose of this report, the problems were researched as applicable only to black females. Hawkins (15) states that ethnic minority women have had a different cultural, social, and economic experience than white women and that it is imperative that the diversities between minority and non-minority women be realized, accepted, and dealt with in an appropriate manner.

Hawkins maintains that while many incidents of racism and sexism appear to parallel one another, it is a grave mistake for one to conclude that the

*See footnote page 5.

repression against women is or has been the same as repression against ethnic minorities in this country. While white women may have suffered from the fact that they were female, they did not at the same time suffer because they were black. Black women have not only had to fight against stereotypical female images, but in addition have had to resist erroneous images of blacks. Hawkins further states that black women are not just seen as a female in the labor market, but are also perceived as part of a specific racial group. Much of her experience is because she is black rather than female. Hawkins quotes U.S. Department of Commerce data for 1972 which shows that 24 percent of the white families headed by women are designated as poor, whereas 53 percent of the black families headed by females are designated as poor.

Williams (16) states that the life experience of black women is so different that the majority of black women of all ages do not feel strongly identified with many of the goals of the women's liberation movement, because the bond of those racially oppressed are stronger than the bonds of those sexually oppressed.

Lerner (17) in addressing the women's liberation movement states the following:

You cannot separate men from women when you're black. The black woman is not undergoing the same kind of oppression that white women have gone through in their homes. The black woman is liberated in her own mind, because she has taken on the responsibility for the family and she works. Black women had to get in the labor force, because black men didn't have jobs. The point is the struggle of black women and white women is not the same.

Carden (18) states that the leaders of the contemporary women's movement are primarily college educated members of the upper and middle economic classes, with approximately 90 percent of the leaders holding BA degrees and one third having advanced degrees. There has been a conspicuous absence of black women from positions of leadership in women's liberation groups. Simmons (19) states that nearly half of America's black children depend for the necessities of life on the lowest paid workers in the labor force in that 44 percent of black children live in female headed households where the median income is \$5,900.

Undoubtedly, black females have experienced certain happenings and events they are female as well as their general disadvantaged economic position in the larger society. The overall literature review did reveal that many of their experiences are unique and different to the experiences of white females because they are black rather than because they are female.

DISCUSSION

A study was conducted to determine if the VRP at the U.S. Army Missile Command presented a possible barrier to employment opportunities for black females. In order to conduct a comparison, recruitment data for grades 1 through 7 was gathered for fiscal year 78 through fiscal year 84 for total

hires from outside Government for both the VRP and all other recruitment procedures. Pay grades 1 through 7 are the grades to which VEV's are eligible for appointment through the VRP. The principle pay system in the Federal service is divided into 18 grades or levels with grade 1 representing the lower level (i.e., routine, repetitive duties) and grade 18 the upper level (i.e., high level managerial positions). Grades 1 through 7 typically represent clerical, technical and entry level professional/administrative positions.

Total hires by race, sex and veteran's status were considered for both traditional OPM recruitment procedures and the VRP. The use of the total population recruited through these two programs eliminated the need for inferring results from statistical sampling methods used in most research studies of this nature. The utilization of the total population from both recruitment sources provided a direct comparison of percentages of black males and black females recruited. A difference of 5 percent from one program to another was considered significant.

Recruitment data available in the U.S. Army Missile Command's Automated Data File was retrieved for fiscal year 78 through fiscal year 84. Recruitment data for the VRP was compared against all other recruitment data for the same timeframe for appointments grade 1 through 7 from outside the Government. Mean percentages were developed by year from each program, and a comparison was made to determine if there was a 5 percent difference in the percentage of recruitment by categories, by programs. In order to provide an overall comparison a mean percentage was developed for all 7 fiscal years.

Table 1 provides a comparison of the percentages of blacks recruited by the U.S. Army Missile Command through the VRP to the percentage of blacks recruited through all other procedures for the period fiscal year 78 through fiscal year 84. As depicted, 32.0 percent of the appointments made through VRP were black whereas 17.0 percent of the appointments made through all other recruitment procedures were black. In an earlier study, Kennedy (20) concluded that the VRP has been twice as effective as all other recruitment procedures in successfully recruiting blacks. In each year for which data is available, the VRP exceeded traditional OPM procedures in attracting higher percentages of blacks into the work force. The overall trend has been toward steadily increasing the percentage of blacks hired through the VRP.

TABLE 1. Comparison of Percentages of Blacks Recruited Through the Veteran's Readjustment Program (VRP) and Through Traditional Office of Personnel Management (OPM) Procedures

Type of Recruitment	U.S. Army Missile Command Appointments						
	FY 78 N=456	FY 79 N=485	FY 80 N=505	FY 81 N=546	FY 82 N=584	FY 83 N=534	FY 84 N=684
VRP appointments	28	44	74	79	59	86	44
% of total	6.1	9.0	14.7	14.5	9.8	16.1	6.4
Blacks hired thru VRP	8	10	17	34	26	29	12
% of VRP appointments	28.6	22.7	23.0	43.0	45.6	33.7	27.3
Mean % = 32.0							
All other appoint- ments	428	441	431	467	527	448	640
Blacks hired through OPM procedures	68	56	62	84	94	91	129
% of OPM appointments	15.9	12.7	14.4	18.0	17.8	20.3	20.2
Mean % = 17.0							

Table 2 provides a comparison of the percentage of black females recruited by the U.S. Army Missile Command through the VRP to the percentage of black females recruited through all other procedures for the period fiscal year 78 through fiscal year 84. As depicted, 2.2 percent of the appointments made through the VRP were black females whereas 9.9 percent of the appointments made through all other recruitment procedures were black females.

TABLE 2. Comparison of Percentages of Black Females Recruited Through the Veteran's Readjustment Program (VRP) and Through Traditional Office of Personnel Management (OPM) Procedures

Type of Recruitment	U.S. Army Missile Command Appointments						
	FY 78 N=456	FY 79 N=485	FY 80 N=505	FY 81 N=546	FY 82 N=584	FY 83 N=534	FY 84 N=684
VRP appointments	28	44	74	79	59	86	44
% of total	6.1	9.0	14.7	14.5	9.8	16.1	6.4
Black females hired thru VRP	0	1	0	5	2	3	0
% of VRP appointments	0	2.2	0	6.3	3.4	3.5	0
Mean % = 2.2							
All other appointments	428	441	431	467	527	448	640
Black females hired through OPM procedures	46	43	30	50	55	38	77
% of OPM appointments	10.7	9.8	7.0	10.7	10.4	8.5	12.0
Mean % = 9.9							

Table 3 provides a comparison of the percentage of black males recruited at the U.S. Army Missile Command through the VRP to the percentage of black males recruited through all other procedures for the period fiscal year 78 through fiscal year 84. As depicted, 29.6 percent of all appointments made through the VRP were black males whereas 7.2 percent of the appointments made through all other recruitment procedures were black males.

TABLE 3. Comparison of Percentages of Black Males Recruited Through the Veteran's Readjustment Program (VRP) and Through Traditional Office of Personnel Management (OPM) Procedures

Type of Recruitment	U.S. Army Missile Command Appointments						
	FY 78 N=456	FY 79 N=485	FY 80 N=505	FY 81 N=546	FY 82 N=584	FY 83 N=534	FY 84 N=684
VRP Appointments	28	44	74	79	59	86	44
% of total	6.1	9.0	14.7	14.5	9.8	16.1	6.4
Black Males hired through VRP	8	9	17	29	24	26	12
% of VRP appointments	28.6	20.5	23.0	36.7	40.7	30.2	27.3
Mean % = 29.6							
All other Appoint- ments	428	441	431	467	527	448	640
Black Males hired through OPM procedures	22	13	32	34	39	53	52
% of OPM appointments	5.1	3.0	7.4	7.3	7.4	11.9	8.1
Mean % = 7.2							

As indicated in the data from Table 2 and Table 3, the VRP is ineffective in attracting black females into the work force. Black males represent 29.6 percent of the total appointments through the VRP whereas black females represent only 2.2 percent. Black females, just as white females, are at a serious disadvantage when competing with males in special programs such as the VRP that is open only to veterans. The fact that females have not been drafted into the Armed Forces seriously affects their employment opportunities for programs available only to veterans. In contrast, black females received 9.9 percent of the appointments through all other recruitment procedures, grades 1 through 7, compared to 7.2 percent for black males. While the data available does not allow for a comparison, it is hypothesized that a larger percentage of black females would have come into the work force through traditional recruitment procedures if veteran's preference had not been an employment factor.

RESULTS

The Veteran's Readjustment Program is viewed as providing Federal managers with an efficient and effective recruitment source for positions grades 1 through 7. The timeframe for recruitment at MICOM is usually less when the list of eligibles issued by MICOM Civilian Personnel Office is used rather than obtaining a list of eligibles from other sources.

Managers are free to consider the VRP as a source of eligibles but may recruit from other sources if they so desire. The fact that managers at MICOM have continued to utilize the VRP to fill over 10 percent of positions filled from outside Government, grades 1 through 7, indicates a general acceptance of the program.

A review of literature indicated that veteran's preference generally had an adverse impact on females seeking Federal employment. The results of this study indicated that the VRP also had an adverse effect on employment opportunities for black females. This is not seen as a reason to discontinue the VRP because of the following facts:

1. The mean percentage of blacks appointed to positions grade 1 through 7 for the seven years studied was 17.0 percent. In all but two of these years black females received more than one-half of these appointments. The overall mean percentage of appointments for black females for all appointments other than the VRP for the period studied was 9.9 percent. While MICOM should continue to seek out avenues of recruitment for black females, the 9.9 mean percentage recruited is an indication that black females are gaining entry into the work force at grades 1 through 7.

2. Black males represent 29.6 percent of all of the VRA's for the period that was studied. Even though black females received only 2.2 percent of the VRA's, the high percentage of appointments received by black males validates the program's effectiveness as an affirmative action tool for the recruitment of blacks.

3. VEV's are still facing adjustment problems which include opportunity for employment. The VRP is one means of helping to alleviate this problem.

CONCLUSION

The results of this study have implications in several areas. First of all, without a question, the VRA as administered at the U.S. Army Missile Command had a positive impact on providing employment opportunities for VEV's. Data available do not allow a statistical comparison of the number of applicants appointed through the VRP who might have received appointments through other recruitment procedures if the VRA had not been available.

The VRP had an adverse effect on black females gaining employment at the U.S. Army Missile Command. The review of the literature revealed that veteran's preference in general has had an adverse effect on the recruitment of all females and other non-veterans. It is contended that as long as veteran's preference is utilized in its present form that all non-veterans will continue to be at a disadvantage.

The review of the literature supported the contention that VEV's, when compared to veterans of other areas, generally do not possess the educational work experience needed to compete on a competitive basis with other veterans. Otten (1978) (21) stated that, while veteran's preference was granted originally to help servicemen returning to civilian life make a smoother transition, World War II veterans, who should need no further help, still receive preference. Otten further concluded that retired military personnel often block OPM registers and, therefore, prevent VEV's from gaining employment. One means of dealing with this blockage is the VRP which provides an exception to traditional procedures.

The data analyzed in this study show that the VRP brought a significantly larger percentage of blacks into the work force than did other recruitment procedures. If the program is discontinued, it will eradicate an effective recruitment device for black veterans.

The findings of this study indicate that the VRP has been positive in the area of Equal Employment Opportunity for black males. Federal agencies and other large-scale organizations should study the results carefully with an eye to possibly utilizing other innovative recruitment procedures to achieve Equal Employment Opportunity for groups that are underrepresented in the work force. New programs often are not as encumbered with red tape and restrictions as are programs that have been in existence for a longer period of time.

RECOMMENDATIONS

In-depth studies should be conducted at other Government installations and the results of the studies be furnished the Department of the Army for analysis. Also, a study should be conducted at the US Army Missile Command and other similar commands, as to how effectively employees recruited through the VRA perform compared to employees in similar or same positions who were recruited through traditional OPM recruitment procedures.

Other special emphasis programs, both within the Federal Government and outside, should undergo a thorough analysis to determine if Equal Employment Opportunity is receiving proper emphasis. Possible adverse impact on other groups should also be analyzed.

Because of the additional uncertainty of research studies that rely on sample data from a larger population, more effort should be focused on studies that utilize total population, as done in this report. The use of total populations helps to guarantee the validity of the results. Arvey (22) maintains that in many instances typical sample size may be inadequate in detecting true differences.

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DEFINITION OF TERMS

The following terms are used in this study within the context defined below:

Adverse Impact--A lower rate of selection for a racial, ethnic, or sex group compared to all other groups.

Affirmative Action Plan--An EEO plan for development of employment goals for minorities and women and timetables for their accomplishment.

Certification--The process by which the Office of Personnel Management prepares a list, or certificate, of the names of eligible applicants from a register and sends it to an agency for appointment consideration.

Competitive Position--A position in which relative qualifications of applicants are measured.

Eligible--Any applicant who meets the minimum entrance requirements and is rated "eligible" for Federal employment or receives a numerical rating of 70 points or more on a CSC examination.

Examination--A means of measuring, in a practical suitable manner, the qualifications of applicants for employment in specific positions in the Federal service.

General Schedule (GS)--The graded pay system for Federal employees established under the Classification Act of 1949, as amended.

Mid-Level Positions--A variety of administrative, staff, and technical positions at grades GS-9 through GS-12.

Preference Eligible--An individual who has been honorably discharged from a period of active military service; also certain wives, husbands, widows, widowers, and mothers of veterans.

Rating--A measure of merit of an applicant in an examination. It is expressed as "eligible", "ineligible", or if eligible, on a scale of 70 to 100.

Register--A list of eligible applicants compiled in order of relative standing for certification. Same as "eligible" list.

Wage Grade (WG)--Positions in trades, crafts, or labor occupations covered by the Coordinated Federal Wage System with pay fixed and adjusted administratively from time to time in accordance with prevailing rates.

Fiscal Year (FY)--Period commencing October 1 and running through September 30 of the following year.

Civil Service Commission--Name changed to Office of Personnel Management in 1978.

Office of Personnel Management--Government Agency responsible for administering the Federal personnel system.

Vietnam Era Veteran--Any veteran who served in the U.S. Armed Forces during the period August 5, 1964 to May 7, 1975.

Underrepresentation--A situation in which the percentages of a minority group within a category of civil service employment is less than it equivalent percentage within the labor force of the country as determined under the most recent decennial or mid-decade census or current population survey taken under Title 13 of the U.S. Code.

Race/National Origin/Sex--Number of qualified or qualifiable persons of each race or national origin and sex origin in the geographic labor market.

Equal Employment Opportunity--Means equal access to all rights and responsibilities of employment without regard to race, religion, national origin or sex.

Affirmative Action--Generally refers to actions designed to make opportunities available to groups previously denied them (i.e., to assure equality of opportunity) and/or to correct the representation imbalances resulting from past inequities.

Civilian Labor Force--The overall proportion of each race, national origin and sex origin group in the total civilian labor force, as defined by the U.S. Department of Labor without regard to specific occupations or qualifications.

Relevant Labor Force--The proportion that each race, national origin and sex origin group comprises of those persons who are qualified or qualifiable for a particular occupation, including different wage levels within the occupation.

Other Veterans--For purposes of this study refers to veterans hired into the work force at the U.S. Army Missile Command through traditional Office of Personnel Management recruitment procedures.

Traditional Office of Personnel Management Recruitment Procedures--For purposes of this study refers to recruitment and selection procedures other than the Veteran's Readjustment Program.

APPENDIX *
SPECIAL ADJUSTMENT PROBLEMS OF VIETNAM ERA VETERANS

Cleland (A-1) stated that one of the biggest problems faced by Vietnam veterans is that unlike other wars the country has been unable to separate the war from the warriors. Cleland quotes Bill Moyers who was a top aid to President Johnson as saying that the country was going through a national nervous breakdown. Cleland stated that while four out of five Vietnam veterans are better employed than their peers who didn't go into military service, that benefits need to be tailored to the one out of five who have been unable to adjust.

Marian (A-2) stated that while Vietnam Veterans public complaints are varied and familiar and all have some degree of validity, there are two crucial aspects of veterans suffering that no one seems to want to confront. The first is identified as profound moral distress arising from the realization that one has committed acts with real and terrible consequences. The second is the inadequacy of the prevailing cultural wisdom, models of human nature, and modes of therapy to explain moral pain or provide ways of dealing with it. As time passes more and more stories concerning atrocities and slaughter are heard. While it did not happen everywhere in Vietnam, the ordinary rules of war were often broken.

Marian stated that as a society we seem to have a few useful ways to approach moral pain or guilt. It remains a form of neurosis or a pathological symptom, something to escape rather than something to learn from. Moral guilt seems to be viewed as a disease rather than an appropriate painful response to the past.

Wilke (A-3) charged that servicemen while in Vietnam were treated differently than servicemen of prior conflicts and that their reception on returning home was certainly different. In World War I and II servicemen were assigned to units and usually remained in their units throughout training and overseas duty. This helped to foster a sense of camaraderie and friendship. In contrast, men sent to Vietnam were usually assigned to units after their arrival and were frequently moved from unit to unit. Different departure dates made it difficult to develop cohesiveness and mutual support. The psychological isolation was aggravated by their awareness of the indifference and even contempt of many of their countrymen.

For many of the returning servicemen there was no decompression period. Servicemen in many cases found themselves back on a college campus within a week from the time they left Vietnam. There was little effort to help those who had killed other human beings deal with this fact in their lives. Veterans returned to virtually no recognition and often met with hostility and ridicule.

Morganthau, Shabad, Lord, Young, and Lubonow (A-4) quoted a study of Vietnam veterans by the Center of Policy Research in New York City, which stated that more than a third of those who saw heavy combat in Vietnam suffer a slow fuse emotional reaction that is often known as the "Vietnam Syndrome."

*Information extracted from Technical Report CPO-84-2, Conflicting Recruitment Policies; Veteran's Readjustment Program vs Equal Employment Opportunity for White Females.

Its symptoms, 10 and even 15 years after the veteran's return, are rage, guilt, flashbacks, nightmares, panic, and emotional numbing. Although the Vietnam Syndrome is more prevalent among black combat veterans, research shows that it can afflict all races, all income groups, and all personality types.

Angry Vietnam returnees argue that their main burden is the nation's wholesale refusal to welcome much less honor those who served in the only war America has lost. The public's hostile indifference has provided the veteran little support for purging memories. Morgenthau, et al, charged that the Veteran's Administration, backed by studies showing that 80 percent of the Vietnam veterans had made successful transitions to civilian life, had moved slowly to provide special programs.

The notion of lasting stress has been accepted by many leading psychiatrists. A five volume study, based on 1,380 interviews across the nation, shows that the Vietnam Syndrome is more prevalent than previously believed. A crucial finding was that the persistence of stress depends much more on the veteran's exposure to combat than on the emotional stability of his childhood. In light combat, soldiers from disadvantaged backgrounds did develop more psychological problems than those who had more stable upbringings. In heavy combat all such differences disappeared; soldiers from stable backgrounds were just as likely to report delayed stress symptoms as veterans from the least stable homes. The study reported that combat related stress is largely concentrated among veterans who served after 1968, when American involvement intensified and dissent became a powerful force at home.

Morrow, Melvin, and Stoler (A-5) reported on the different homecoming reception for the Vietnam veterans as compared to World War II and the Korean War. After World War II it seemed as if the whole country went down to the docks to welcome the men home. Nothing was too good for the soldier. The bad memories were washed away in the great welcome home.

Troops returning from Korea got a muted version of the welcome. Many of the Vietnam veterans came home alone, mostly one by one. Sometimes they arrived in the middle of the night almost if they were sneaking back. Often it was an abrupt transition. A few hours earlier they had been in Vietnam.

Many Vietnam veterans believe that the Veteran's Administration is devoted to the World War II and Korean veterans. The welcome home given the Iranian hostages filled many Vietnam veterans with a sense of unfairness. Business at the 91 veteran's counseling centers drastically increased immediately following the return of the hostages.

Time (A-6) reported that Vietnam veterans returning to San Francisco in 1970 were spit on and kicked at. The U.S. sent 2,796,000 soldiers to Vietnam, of whom 303,000 were wounded and 57,147 were killed. Returning Vietnam veterans suffered a heavy physical and emotional toll because of the unpopularity of the war. Many felt that the public was down on them but should have been down on the policy makers instead. Returnees found that in many cases prospective employers were wary about hiring them. Senator Alan Cranston of California is quoted as saying that statistics that show a high percentage of Vietnam veterans as doing well are misleading. When you take a

closer look at the educationally disadvantaged, the young, the minorities, and the disabled you find serious problems. The problems are marked because the figures lump together all of the veterans of the Vietnam era while fewer than one third of them actually went to Vietnam. Those who did go tended to be the blacks, the poor, and the less educated. One million of them have not been able to find jobs that keep them fully employed. According to Cleveland State University Psychologist John Wilson, the problems are particularly acute among those who saw combat daily. Using a sample of Cleveland area Vietnam veterans, he discovered that of those who served in battle zones, 48 percent of the blacks and 39 percent of the whites are now unemployed, 31 percent of the blacks and 22 percent of the whites are now divorced.

United Press International (A-7) carried a story that reviewed a study of Vietnam veterans by New York's Center for Policy Research. The study linked heavy combat to alcohol, drug abuse, and emotional problems among veterans. This two million dollar 8 year investigation found that the emotional disorder termed "Vietnam Syndrome" can appear in veterans up to 15 years after their homecoming and affects veterans of all social backgrounds, including those with stable family situations. More than a third of the soldiers exposed to heavy combat suffered from the syndrome. Overall the study found that the syndrome was more prevalent among black combat veterans and that combat related psychological problems are largely concentrated among veterans who served after 1968, when anti-war sentiment intensified. The study also revealed that many veterans had been strengthened by their Vietnam experience and were inclined to work out their problems instead of repressing them.

Christian (A-8), the youngest second lieutenant ever to graduate from the Army's Officer Candidate School and at age 21 the Army's youngest retired Captain, related his experience upon returning to America. Christian in an 8 month tour collected two congressional Medal of Honor nominations, seven Purple Hearts, two Bronze Stars, two Silver Stars, a Distinguished Service Cross, two Vietnamese Crosses of Galantry and a chest full of other medals. While he was at Rutgers law school, Jane Fonda was brought in to protest him being there. Christian related the hostile reception that he received from many students and professors. He called on the Government to extend the 10 year limit on Vietnam veteran's educational benefits.

Andronicos (A-9) reported that both the American Legion and the Veterans of Foreign Wars have charged that there has been a marked deterioration in recent years of the Labor Department's Veterans Employment service which is responsible for assuring employment opportunities for veterans. Andronicos stated concern has developed that pressures brought by minorities and women may lead to a de-emphasis in veteran preference and weaken the opportunities for veterans to get Government jobs.

Otten (A-10) charged that members of Congress are unwilling to buck the veteran's lobby. He states that legislation pushed by veteran's organizations in some cases actually work against the interests of Vietnam Era veterans. He stated that World War II and Korean War veterans often get better ratings for government positions and therefore get selected in lieu of Vietnam Era veterans.

O'Brien, Nace, and Myers (A-11) conducted a study of Vietnam veterans in an effort to clarify the impact of drug abuse in Vietnam on the adjustment of veterans to civilian life. Since all servicemen involved in the Vietnam conflict were exposed to illicit drugs and screening exams administered prior to exit from the country revealed that some used significant amounts, O'Brien et al, wanted to determine if the men with a history of drug use had a more difficult adjustment to civilian life.

The adjustment period looked at by O'Brien et al was a period of 2 to 3 years after discharge from military service. The drug abuse sample was drawn from admission folders of soldiers from the Philadelphia area who were treated at two drug centers in Vietnam. The nondrug abuse samples were drawn from nondrug admissions to Army hospitals in Vietnam. Rate of unemployment, marital instability and alcohol use were higher for the drug abuser. The score on the Beck Depression Inventory was more than 4 points higher for the drug abuser.

The U.S. Department of Labor (A-12) conducted a study of the job situation of VEV's for the period 1970 through 1974 and found that, while unemployment rates of older Vietnam veterans approximated non-veterans, younger VEV's (ages 20 - 24 years) had considerably higher unemployment rates. The study showed that black veterans had a considerably harder time than white veterans in finding employment and, during part of this period, the unemployment rate of black veterans was twice as high as for white veterans. The study found that the median income for veterans aged 20 to 24 was higher for veterans than non-veterans. Part of this difference was attributed to military and veterans payments. Even during periods when unemployment among veterans and non-veterans was about equal, the veterans had a higher proportion who were re-entrants or new entrants to the work force as compared to non-veterans who were often unemployed because of plant closing, dismissal, expiration of temporary jobs, etc.

The Veterans Administration (A-13) conducted a study which focused on the educational and income characteristics of veterans. In 1977, families headed by male war veterans had a median income of \$19,800 compared with \$15,540 median income of non-veteran-headed families. This study stated that income level was highly related to both age and level of education just as it had been in prior census surveys. For age levels within each educational attainment group (elementary, high school, college), the median income of veterans generally was higher than for their non-veteran counterparts. Historically, veterans have had higher educational attainment than non-veterans, and this was attributed to the effect of post-service readjustment benefits as well as the selection process that potential servicemen face when they enter military service. The study concluded that while veterans as a whole had more education than non-veterans in March 1978, the difference was mainly a result of higher educational attainment of the older veterans. Younger veterans have less education than their non-veteran counterparts, a fact that may result from their reduced educational opportunities while in service as much as from the effect of educational deferments among the non-veterans. By the time younger veterans age into their middle 30's, programs such as Educational Assistance have helped them to make up much of the difference in education between themselves and non-veterans. The report stated that, among both veterans and non-veterans, higher income went hand in hand with higher levels of educational attainment.

The Employment and Training Report of the President (A-14) stated that, in FY 80, VEV's aged 25 to 29 had an unemployment rate of 8.9 percent while their non-veteran counterparts had an unemployment rate of 6.8 percent. There was little difference in unemployment rates among veterans and non-veterans in older age groups. Despite their shrinking number, younger VEV's continue to represent a labor market group with significant employment difficulties. In FY 80, the jobless rate of VEV's aged 20 to 24 was 14.7 percent as compared to 10.8 percent for the 20- 24-year-old non-veteran counterparts. The unemployment rate of black veterans was higher than that of white veterans. The unemployment rate for 25- to 39-year old black (and other racial minorities) veterans averaged 10.9 percent in FY 80, more than twice the 4.8 percent rate of white veterans.

Kennedy (A-15) researched the success of blacks in obtaining employment at the U.S. Army Missile Command through the Veteran's Readjustment Program as compared to the normal recruitment channels. It was determined that blacks received a larger percentage of appointments from outside government, grades 1 through 7, through the Veteran's Readjustment Program than through normal recruitment procedures.

The review of the literature revealed that VEV's face unique adjustment problems and many researchers believe these problems are directly associated with their service in Vietnam. These problems are varied and include such things as alcoholism, drugaddiction high rates of unemployment, high divorce rates, high incidence of mental illness, etc. Without question VEV's are a special population within the U.S. that have special problems. Society has determined that these problems deserve and require special interventions.

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